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Division of Criminal and Juvenile Justice Planning

ISSUE

This *Issue Review* provides an overview of the programs, activities, and funding sources for the Division of Criminal and Juvenile Justice Planning, Department of Human Rights.

AFFECTED AGENCIES

Legislative Branch
Judicial Branch
Department of Human Rights
Other Executive Branch Agencies
Federal and Local Agencies

CODE AUTHORITY

Section 216A.131-138, Code of Iowa

BACKGROUND

The Division of Criminal and Juvenile Justice Planning was established by the General Assembly in 1988 to carry out research, policy and data analysis, and program development activities to assist policy makers, justice system agencies, and others in identifying issues and to improve the operation and effectiveness of Iowa's Justice System. The Division also provides a justice system information clearinghouse for public officials and the general public.

The Division administers federal grant programs that fund State and local projects to prevent juvenile crime, provide services to juvenile offenders, and otherwise improve Iowa's juvenile justice system. Duties are carried out under the oversight of the Iowa Criminal and Juvenile Justice Planning Advisory and the Iowa Juvenile Justice Advisory Councils. The administrative rules governing the Division's operations and grant programs can be found in Chapter 428, Iowa Administrative Code.

CURRENT SITUATION

The following details the programs, projects, and activities of the Division:

- **JUSTICE DATA WAREHOUSE** – The Division coordinates the development of the Justice Data Warehouse, which is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS) and information from the Iowa Correctional Offender Network (ICON) System. The Justice Data Warehouse is located in the Information Technology Enterprise of the Department of Administrative Services as one part of the Enterprise Data Warehouse.

The purpose of the Justice Data Warehouse is to provide the Judicial, Legislative, and Executive Branches, and other entities, with improved statistical and decision support information pertaining to justice system activities. Information from the courts is downloaded monthly and is used to answer a variety of questions of interest to policy makers and justice system practitioners. Data from sources in addition to information provided by the Courts and the Department of Corrections (DOC) is being considered for future inclusion in the Warehouse.

- **CORRECTIONAL POLICY PROJECT RESEARCH** – The Division collects, analyzes, and reports information to describe and assess Iowa's sentencing and corrections policies and programs. Data from several sources is used for correctional impact statements prepared by the Legislative Services Agency, Fiscal Services, to answer research questions posed by a variety of system officials and others, and to annually prepare reports that profile the inmates of Iowa's correctional institutions, and to provide prison population projections for policy simulations and other purposes. With the support of the Office of Drug Control Policy, a special research effort is also underway to examine the nature of probation revocations in Iowa and to assist the DOC and Board of Parole officials in improving efforts to manage the parole and supervision of offenders.
- **PROJECT SAFE NEIGHBORHOODS** – Iowa's U.S. District Attorneys have selected the Division as the research partner for both the Southern and Northern Districts of Iowa's Project Safe Neighborhoods, which is a multi-year collaboration among federal, State, and local justice system officials to reduce gun-related crime. The role of the Division is to collect and analyze the data pertaining to firearms crime for several purposes, including assisting the task forces in identifying problem areas and targeting anti-gun programming; assisting justice system officials monitoring Project Safe Neighborhoods activities; and evaluating the impact of Project Safe Neighborhoods related activities. The activities in Iowa are focusing on homicide, armed robbery, firearms-related assaults, and general firearms offenses, such as felons in possession or carrying weapons.
- **REPORTING TO NATIONAL DATA REPOSITORIES** – The Division is currently responsible for the routine collection and reporting of Iowa data to the U.S. Department of Justice, the National Judicial Reporting Program, and the National Council on Juvenile Justice. This includes Deaths in Custody Reports, Juvenile Justice System Case Processing data, and data describing felony convictions.
- **RESEARCH AND EVALUATION SUPPORT TO OTHER AGENCIES** – The Division regularly responds to requests for assistance from State and other agencies. Issues and programs studied over the last several years have included drug courts, sex offenders, adult residential correctional facilities, substance abuse treatment outcomes, domestic violence, fine collection rates, racial disparity in the justice system, justice information systems integration, and county

jail populations. Examples include auditing the quality and completeness of the Department of Public Safety's computerized criminal history record system; modeling new ways of analyzing substance abuse treatment data through data warehousing for the Department of Public Health; and evaluating a new offender re-entry program for the DOC, and the Fifth Judicial District Department.

- **FEDERAL JUVENILE JUSTICE FUNDING**

Special Issue Projects: The Division provides federal funding (\$454,000 for FFY 2004) to selected State and local programs that target various juvenile justice system concerns of priority importance to the Juvenile Justice Advisory Council. Current programs receiving funds include those that address the aftercare of youth leaving out-of-home placements; the mental health needs of youth in shelter and detention; the disproportionate incarceration rate of minority youth; gender-specific services; and the training needs of youth-serving agencies and officials.

Juvenile Justice Youth Development Local Allocations: Annually, the Division provides all of the State's Decategorization Boards and a number of cities and counties with a single grant comprised of funding from several federal grant programs (totaling \$3.5 million for FFY 2004). To receive these funds, communities must develop, implement, and monitor plans to prevent delinquency, respond to juvenile crime, and promote positive youth development. In collaboration with other local efforts, these funds are used for a variety of purposes across the State, including many school-based programs, substance abuse services, graduated sanctions, mentoring, restorative justice (such as performing community services, restitution and victim offender contacts), diversion, and family counseling.

- **DELINQUENCY SERVICE RESEARCH** – The Division coordinates support for Iowa's Chief Juvenile Court Officers by collecting Statewide data regarding a number of the programs available to court-involved youth, such as Life Skills, Community-Based Day Treatment, Tracking and Monitoring, and School Liaisons. The Division provides data entry, data coding, data cleaning, statistical analyses, and the reporting and dissemination of information that includes admission, completion, and follow-up data. The Division is also currently assisting the Court to select and implement a new assessment tool designed to assist court officials in identifying and responding to the needs of communities and offenders in juvenile delinquency cases.
- **PLANNING AND MONITORING PROGRESS AND MEASURING IMPACT – JUVENILE JUSTICE AND YOUTH DEVELOPMENT PROGRAMS** – The Division is engaged in a variety of activities to assist local officials and agencies plan, monitor, and evaluate programs and services. Such activities include the State-level collection and organization of local data for communities that assist in planning and assessing progress. Hands-on assistance is also provided to specific agencies to assist in identifying program-specific outcome indicators and methods for tracking and reporting how goals are being met.
- **IOWA COLLABORATION FOR YOUTH DEVELOPMENT** – Iowa is one of several states receiving demonstration funding from the U.S. Department of Health and Human Services to assist communities in providing youth with the support and opportunities needed to be healthy and productive community members. Underlying principles include focusing on young people's strengths rather than problems and viewing community empowerment as the main vehicle for change. Youth development engages youth in situations that connect the youth to caring adults and that enable youth to feel useful, competent, and powerful.

The goals for the collaboration project includes replacing fragmented and deficit-driven youth policies and programs at the State level with a coordinated youth development approach; building the capacity of local communities to use a positive youth development approach in providing youth services; and engaging and involving youth in local communities and in State level planning and policy activities. The Division is coordinating the Project, which involves many State agencies, local service providers, youth, and others. The Project supports training, youth involvement, and across-system planning activities and serves as the steering committee for a number of different State initiatives. For more information on the activities and resources of the Project, access the web site at: www.icyd.org.

- **EMBEDDING PREVENTION IN STATE PROGRAMS AND POLICIES** – Iowa is one of six states working with the National Crime Prevention Council to explore new ways that states can promote and support sustainable local crime prevention efforts. With assistance from the Council, Iowa is enhancing the work of the Collaboration for Youth Development, which includes many state systems such as juvenile justice, child welfare, mental health, substance abuse, workforce development, and education. Prevention elements typically involve the need for local leadership and collaborations and include a major focus on the benefits and goals of positive youth development. Efforts are underway to identify and implement ways to improve how collective resources for prevention and youth development from various State and federal programs can be administered in ways that are coordinated and sustainable. Funding from the U.S. Department of Justice (approximately \$2.0 million over a two-year project period) was recently awarded to the Division to further the effort. With partner State agencies, the Division will be selecting up to six communities to receive financial and other support to engage in comprehensive planning and capacity building for youth development, in partnership with the State.
- **DISPROPORTIONATE MINORITY CONFINEMENT** – The federal Juvenile Justice and Delinquency Prevention Act requires all states to examine the extent to which minority youth are disproportionately placed in secure juvenile justice system facilities and to take steps to address disproportionate handling of youth. The Iowa Juvenile Justice Advisory Council has established a Committee that includes members of minority communities, a broad base of juvenile justice system related staff, local planners, researchers, community activists, and others. With federal juvenile justice funds, the Committee has supported local diversion efforts and has assisted in the creation of a Resource Center at the University of Iowa. The Resource Center sponsors an annual conference involving officials and community members from across the State and is working in selected communities to help address these issues.
- **GENDER SPECIFIC SERVICES TASK FORCE** – The group seeks to assure that adolescent females in the juvenile justice system receive equitable services. The Iowa Juvenile Justice Advisory Council and the Division formed the Task Force in 1996 to study gender issues in the development and provision of services by Iowa's juvenile justice system. The task force receives staff support from the Commission on the Status of Women and comprises a multi-disciplinary group representing key players in the juvenile justice system, including judges, juvenile court officers, Department of Human Services officials, service providers, educators, and researchers.
- **ENFORCING UNDERAGE DRINKING LAWS** – The Division uses a block grant received from the federal Enforcing Underage Drinking Laws Program (\$358,000 for FFY 2004) to enhance the creation and support of programs that target underage drinking and substance abuse. To further build capacity and address the problem, the Division collaborates with other State agencies and local planning and program initiatives to integrate the funds with other programs

such as the Project SIGNificant Communities, SAFE Communities, "Get A Grip," and other projects at the local level. The efforts are designed to develop and model community cooperation and collaboration to reduce juvenile delinquency, to raise public awareness of the problem, and to reduce the availability of alcohol at the local level. The goal is to reduce the arrest of minors for alcohol-related law violations, including those related to the use of a motor vehicle. To this end, law enforcement must be involved and supported as a part of local efforts.

- **JUVENILE DETENTION RESEARCH** – The Division collects data from all Iowa jails, juvenile detention facilities, State institutions, and other facilities with the capacity to securely detain juveniles. This information is used to assess and report on Iowa's level of compliance with mandates of the federal Juvenile Justice and Delinquency Prevention Act. The data is also used to analyze juvenile detention trends and practices throughout the State.

For more information on the Division, advisory councils, activities, past reports and data, access the web site at: <http://www.state.ia.us/government/dhr/cjip/index.html>.

GOVERNMENT OVERSIGHT COMMITTEE REVIEW

The Government Oversight Committee has been reviewing opportunities to consolidate advocacy, research, funding, and disability service agencies to determine potential efficiencies, cost effectiveness, and simplify administration. The Committee met in May 2003 to receive information from these agencies, including all Divisions in the Department of Human Rights, concerning purpose, the services provided, and the potential impacts of any changes to the current structure.

The Committee established a subcommittee to evaluate the merits of developing an organizational plan for restructuring and potentially consolidating these agencies. The central issue to be addressed by the subcommittee will be how to best provide services to Iowans, and whether separate agencies for each advocacy group are necessary to achieve this goal.

Although the Division of Criminal and Juvenile Justice Planning is not providing advocacy services, consideration of a merger of the Division with the Office of Drug Control Policy is part of the subcommittee's review. The subcommittee's review to consider such a merger would need to include determining the future of existing councils, changes to administrative structures, federal and State legal hurdles to overcome, and changes in physical location of the proposed organizations. The agencies are concerned regarding changes to the Office of Drug Control Policy's mission and focus on improving and coordinating the State's drug control policies and programs, or to the Division of Criminal and Juvenile Justice Planning's mission and focus on providing research and planning services to improve all aspects of the State's Justice System.

BUDGET IMPACT

The State, federal, and other funding for the Division of Criminal Juvenile Justice Planning for FY 2002 through FY 2004 is provided in the table below. There are 6.96 FTE positions authorized for FY 2004.

| Expenditures | Funding Sources | FY 2002 | FY 2003 | FY 2004 (Projected) |
|---------------------------------|------------------------|---------------------|---------------------|----------------------------|
| General Fund Appropriation* | State | \$ 458,647 | \$ 432,833 | \$ 468,774** |
| State Community Grant Fund | State | 1,206,423 | 0 | 0 |
| Federal Juvenile Justice Grants | Federal | 4,259,579 | 4,597,071 | 3,705,650 |
| Research and Planning Grants | Federal and Other | 534,813 | 714,304 | 1,063,356 |
| Total | | \$ 6,459,462 | \$ 5,744,208 | \$ 5,237,780 |

*Amounts include funding from Pooled Technology and Rebuild Iowa Infrastructure Fund (RIIF) accounts.

**FY 2004 has been adjusted to reflect the 2.5% across-the-board reduction.

The Division of Criminal and Juvenile Justice Planning receives a number of federal grants with provisions that may need to be addressed depending on the nature of any reorganization or consolidation effort. To receive Statistical Analysis Center Grant Funds from the federal Bureau of Justice Statistics, the Division Administrator's research and data analysis education and experience had to be approved. To receive formula grant funds from the federal Office of Juvenile Justice and Delinquency Prevention, there must be an advisory council that meets the specific and detailed composition requirements of federal law. Other funds for research projects are typically awarded based on a number of criteria, including the nature of the applicant's organization, staff qualifications, and organizational capacity.

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Division of Criminal and Juvenile Justice Planning
<http://staffweb.legis.state.ia.us/lfb/ireview/ireview.htm>
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